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ABSTRACT

The basic agenda of the Board of Governors of the California Community Colleges is developed annually to address the most salient issues confronting community colleges in a proactive manner. The 1989-90 agenda differs from previous editions in its focus on emerging trends and its organization of proposed initiatives under a new set of topical categories designed to make the agenda more consistent with college operations and policies. The new categories are: (1) academic affairs, which includes transfer education, vocational education, educational quality, and English as a Second Language and basic skills; (2) student services, which encompasses all components of the state's matriculation program; (3) human resources, which includes staffing, faculty diversity, and educational quality; (4) finance, which includes policy recommendations for the simplification of the proposed program-based funding system and the development of a long-range capital construction plan; and (5) administration, which includes proposals for ensuring effective planning and accountability, strengthening cooperation with local boards and the Academic Senate of the California Community Colleges, improving the image of the colleges, and clarifying the significant role of the Community College Foundation in the areas of public relations and fund raising. (AYC)

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BOARD OF GOVERNORS
CALIFORNIA COMMUNITY COLLEGES

1989-90
BASIC AGENDA

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1989-90
BASIC AGENDA

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PREFACE

Emerging trends and issues of change, diversity, quality, growth, and leadership have shaped this *1989-90 Basic Agenda*. As we approach the twenty-first century, the challenge facing the California Community Colleges is to provide quality educational opportunities to the citizens of a state that is experiencing dramatic change – demographically, economically, and culturally.

In keeping with this challenge, the California Community Colleges are evolving as a statewide system whose basic mission is to provide Californians with programs in transfer and career education and in the mastery of basic skills and English as a second language.

The reforms of Assembly Bill 3 in 1986 and of Assembly Bill 1725 in 1988 are the most far reaching for the community colleges since those of the 1960 Master Plan for Higher Education. With these reforms as both context and guide, the Board of Governors has set forth to:

- *Develop the system* through a reorganization of the Chancellor's Office, a strengthened consultation process, and a system of statewide and local accountability.
- *Implement the community college reform* legislation.
- *Improve the system's image*, through effective communications as a full and equal partner in California higher education.
- *Accommodate anticipated enrollment growth* through thoughtful planning and prudent resource management.
- *Foster diversity* through commitments that encourage and enhance the concept of affirmative action.
- Play a more significant role in *strengthening economic development* of California.

This *Basic Agenda*, the seventh adopted by the Board of Governors, has been developed after extensive discussion and consultation. We feel confident that by continuing this spirit of cooperation and shared commitment the Board and its many constituencies can achieve the objectives outlined here and, thereby, assume our proper responsibility for California's future.

Scott F. Wylie, *President*
Board of Governors

David Mertes, *Chancellor*
California Community Colleges

INTRODUCTION

The challenge facing the California Community Colleges as we approach the twenty-first century is to provide quality educational opportunities to the citizens of a state that is experiencing dramatic changes in its demographic, economic, and cultural orientation.

California's rapid growth continues and the state's population is expected to increase by nearly one-fourth by the end of this century. As a result, community colleges are expected, in turn, to grow from their current enrollment of nearly 1,400,000 to over 1,700,000 – an increase that is equivalent to 40 average-sized colleges.

Like the rest of the nation, however, California's future work force will grow at a rate (1-2% annually) that is less than that of the 1970s (3% annually). The numbers of traditional students and entry-level workers between ages 18 to 24 will decline until the late 1990s. Rapid technological change demands an increasingly skilled labor force. Most new jobs will require some postsecondary education. Many new and existing jobs will require increasingly sophisticated – but less-than-baccalaureate – skills. Despite California's vast array of private and public educational opportunities, one of every five adults is functionally illiterate and generally lacking in such skills.

Pressures on educational institutions, particularly the community colleges, to educate the future work force of the State are enormous. Community colleges are challenged by the need to continue to provide access to an increasingly diverse and often, underprepared student body while maintaining excellence in undergraduate education. Major improvements in teaching and learning are required if community colleges are to prepare Californians to participate in an ever-more complex and multicultural society.

As they prepare to meet this challenge, the community colleges are evolving as a **system** whose basic mission is to provide California's citizens with programs in occupational and transfer education and in the mastery of basic skills and English as a Second Language (ESL). Recommendations by the Commission for the Review of the Master Plan and the Legislature's Joint Committee on the Master Plan, together with recent legislation, provide the Board of Governors, Chancellor's Office, and community colleges with important tools in their quest to carry out this mission. Reforms brought forward through matriculation (AB 3, Chapter 1467, Statutes of 1986) which address student recruitment, retention, transfer, and employment, and those initiated through AB 1725 (Chapter 973, Statutes of 1988), which are designed to improve the quality and accountability of faculty and administrators, are the most far-reaching of such changes for community colleges since the adoption of the 1960 Master Plan for Higher Education. With the implementation of these reforms, which signal a renaissance in teaching and learning strongly endorsed by the Board of Governors, the California Community Colleges are ready to pursue their most important objectives. Among those objectives the most immediate are to:

- Develop the System
- Implement AB 1725 and AB 3
- Improve the System's Image
- Accommodate Growth
- Foster Diversity
- Provide Leadership in Economic Development

DEVELOP THE SYSTEM

The concept of an organized statewide system of community colleges is new to California, and the timing of its development is critical.

Excellent progress has been made thus far in establishing the new system and legislative support remains strong.

Related activities include:

- Reorganizing the staff of the Chancellor's Office, with quick resolution of salary issues.
- Strengthening the Consultation Process to enhance its effectiveness and credibility.
- Establishing accountability for results, at both the State and local levels.

IMPLEMENT AB 1725 AND AB 3

The provisions of these two bills encompass the essentials of community college reform. Specific ways to implement those provisions are described throughout the body of this report.

IMPROVE THE SYSTEM'S IMAGE

A comprehensive communications program is needed to convey the role and the importance of the California Community Colleges as the State's third and newest system of public higher education, and as a full and equal partner with the University of California and the California State University.

ACCOMMODATE GROWTH

The rapidly increasing demand for facilities and operating funds to accommodate growing enrollments calls for wise and prudent management of limited resources.

FOSTER DIVERSITY

The Board reaffirms its commitment throughout the *Basic Agenda* to student, faculty, and staff diversity, which both encompasses and enhances the concept of affirmative action. The Chancellor's Office will assume a leadership role in the implementation of affirmative action.

PROVIDE LEADERSHIP IN ECONOMIC DEVELOPMENT

The California Community Colleges should play a more significant role in strengthening the economic development of California.

This, the seventh Basic Agenda of the Board of Governors, has been developed after extensive discussion and consultation. It is similar to prior Agendas in its effort to address the most salient issues confronting community colleges in a proactive way. It differs from prior Agendas in its focus on emerging trends and in its organization of proposed initiatives under the topical categories of Academic Affairs, Student Services, Human Resources, Finance, and Administration. These new categories make the Agenda more consistent with the ways in which specific policies and operations are carried out by the colleges.

ACADEMIC AFFAIRS

California's population is becoming more culturally diverse, older, and in need of increasingly more sophisticated education at the postsecondary level. These trends suggest that in the future community colleges will enroll more older students who tend to work, need child care, and want off-campus classes at flexible hours. Also, there will be more students who need instruction in English as a Second Language and in basic skills; are low-income, needing financial aid; and are the first in their families to attend college, often needing special services and encouragement. All students will need a better understanding of different cultures. Also growing is the need for a far better understanding of the peoples, cultures, and economies of other nations and of California's place in international activities. Many students will enroll to gain the skills required for employment in jobs that are expected to be more complex than they are today.

Responding to these trends and the problems they imply requires a concerted effort on the part of the community college system, particularly on the part of those individuals responsible for academic affairs. At present, California's 107 community colleges offer more than 300 different academic programs through more than 130,000 regularly scheduled classes, both on campus and at a variety of off-campus centers and outreach sites.

Transfer Education

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Vocational Education

•

Educational Quality

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ESL and Basic Skills

TRANSFER EDUCATION

About one in five Californians have a baccalaureate or higher degree. Currently, of every 1,000 White students entering the ninth grade, 56 will receive a bachelor's degree from a public university within nine years. Comparable numbers for Asians, Blacks, and Hispanics are 176, 16, and 14, respectively. These numbers must be improved if Californians collectively are to meet the demands of an increasingly multicultural and technologically complex society.

Evidence on transfer indicates that while community college students generally perform well, Blacks, Hispanics, and Native Americans continue to be underrepresented. And, although the numbers and rate of transfer have increased recently, the majority of transfer students to the University of California come from a relatively small number of colleges. Despite the provisions of the 1960 Master Plan regarding transfer from community colleges to the University of California and California State University, difficulties remain and should be addressed by guarantees or other explicit processes.

Since the number of California high school graduates – the largest pool of potential transfer students – will decline until 1992, it is important that achievement of transfer goals be measured by the transfer "rate," i.e., the number and performance of those who actually transfer, compared to those who had enrolled in a transfer curriculum. This requires accurate identification of students' educational goals – a major feature of matriculation.

The Board recommends a number of specific steps to improve the transfer function.

- Intensify efforts to increase the numbers and success of underrepresented students in transfer programs.
- Define the general education transfer curriculum.
- Implement the guaranteed transfer provisions of the revised Master Plan.
- Extend the 2 + 2 + 2 concept of vocational education into academic fields.

VOCATIONAL EDUCATION

While the State's economy is expected to be strong, rapid technological change and a growing labor force mean that more future Californians will be marginally employed and in need of training and retraining. Most new jobs will be in service and communications industries and in occupations that already exist. However, as noted above, the skills required for these jobs are changing.

Vocational education programs in community colleges will enroll more students who have language and other special needs. The fact that more students will be seeking retraining suggests the need for a flexible and, possibly, more general vocational curriculum. Even familiar jobs will require different skills, typically of a communications and information-processing nature and, also typically, at a more sophisticated level.

To help vocational education programs meet these challenges, the Board proposes to:

- Reaffirm its strong support of vocational education, which is equal in importance to transfer education.
- Make vocational education programs more relevant and effective in preparing students for employment.
- Update the vocational curriculum by incorporating modern industrial techniques.
- Tie vocational courses to both immediate and long-term labor-market requirements.
- Increase the number and success of underrepresented students in vocational education programs.

EDUCATIONAL QUALITY

Of the many dramatic changes taking place in community colleges, reforms dealing with transfer and articulation have tended to focus attention on course standards and prerequisites, program improvement, and distinctions between degree-applicable and non-degree-applicable courses. To improve the quality of academic offerings, the Board suggests that the community colleges:

- Continue to strengthen academic standards, making the curriculum more rigorous and relevant.
- Internationalize the curriculum.
- Expand the cultural pluralism aspects of community college courses.

ESL AND BASIC SKILLS

Adult literacy and productivity are major and growing concerns in the state. While estimates vary, depending on how illiteracy is defined, it appears that at least one in five California adults is functionally illiterate and, if immigration patterns and trends in high school dropout rates continue, it is possible that California adults in general will be less proficient in English and basic skills in the future than they have been in the past. And, very often, individuals displaced from their jobs because of economic or technological change have difficulty in their attempts to retrain for another occupation because they lack basic language and computational skills, even though they are functionally literate.

Economic and demographic trends, together with the open admissions policy of California's community colleges (admission of all adults who can profit from instruction), suggest that the colleges will enroll increasing numbers of high school graduates who have not acquired the skills necessary for collegiate work, young adults who dropped out of high school before acquiring such skills, and older adults who lack the basic skills they need to undertake college work that prepares them for jobs or for making other positive contributions to the community.

Proposed initiatives in these areas are to:

- Reaffirm the Board of Governors strong support of English as a Second Language and basic skills, which are essential to the community college mission.
- Develop a consistent and comprehensive curriculum for ESL.
- Establish a consistent and comprehensive precollegiate basic skills curriculum, with a scope and rigor that appropriately parallels the degree-credit curriculum.
- Offer more ESL and basic skills courses.
- Recognize ESL as a unique discipline, separate from English, Speech, and other academic fields.

STUDENT SERVICES

During the past two decades, an increasingly diverse student population has resulted in expanded and diversified student services at the community colleges. While student services are thought to support students in their efforts to be successful in the classroom, there is concern that such services are not adequately linked with instruction. Moreover, it appears that certain student services have not been provided consistently nor adequately funded throughout the system.

To address these concerns, the Board proposes that colleges:

- Implement all components of the matriculation program in order to improve the retention of students and to facilitate the completion of their educational goals.
- Assure ease of application and adequate funding for student financial aid.
- Develop strategies to establish and maintain productive working relationships between student services personnel and instructional faculty.
- Identify and disseminate effective strategies for recruiting, retaining, and transferring underrepresented students.

HUMAN RESOURCES

Four-fifths of the resources that community colleges invest in the task of educating students are human resources. Over 65,000 individuals are employed by the colleges on payrolls that total more than $1.4 billion. The quality and care of these resources are of primary importance to efforts by the colleges to effectively accomplish their mission.

The Board of Governors and Chancellor's Office must assume a greater leadership role in the area of faculty and staff employment, traditionally a local matter, and work cooperatively with the colleges to solve existing and anticipated future problems. A variety of specific steps are indicated for improving and nurturing the colleges' human resources.

Staffing
•
Diversity
•
Quality

STAFFING

One fourth of all full-time community college faculty are eligible to retire and are likely to do so within the next five years. During the next decade – because of retirements, enrollment growth, and provisions of AB 1725 – more than 10,000 new full-time faculty will be needed. Many part-time faculty who have taught regularly will be retiring as well.

In order to secure the needed staff, the system must:

- Enhance the recognition and status of community college faculty.
- Attract qualified faculty from the ranks of business and industry.

DIVERSITY

The need to replace faculty presents community colleges with the opportunity to begin correcting the ethnic and gender imbalance that exists between faculty (15% minority, 41% female, 1% disabled) and students (39% minority, 57% female, 4% disabled). Retirement of faculty in low-demand areas should enable colleges to redirect resources to high-demand programs. However, finding qualified faculty, particularly in certain growth disciplines like business and computer science, will be difficult. Steps need to be taken early on to identify and motivate students who are potential teachers. Foremost among such steps the system should:

- Develop creative incentives to attract and retain faculty and staff from underrepresented groups.
- Identify potential teachers early and utilize methods for motivating those from underrepresented groups to enter the teaching profession.
- Develop effective programs for recruiting underrepresented faculty from within California and out of state.

- Encourage chief executive officers to assert leadership in affirmative action and hold them accountable.
- Encourage the development and use of incentives by community colleges to achieve diversity.

QUALITY

Faculty teaching loads are higher in California's community colleges than in those in other states. And, unlike those in most other institutions, faculty assignments do not provide for the departmental research that leads to improved teaching methods. The majority of part-time and many full-time faculty also hold other jobs off campus. Few have had training in pedagogy. Despite the beginning of State funding for staff development, few college resources are being devoted to this effort.

To address these problems, the Board recommends that colleges:

- Complete the implementation of minimum qualifications for hiring faculty.
- Implement faculty and staff development programs to improve the skills of college personnel.
- Encourage the Academic Senate and students (student government) to assume leadership roles in governance so as to improve instruction and student services.
- Maintain high standards of instructional quality as the goals of diversity are implemented.

FINANCE

The demand for community college education is increasing more rapidly than is California's adult population, the measure that is used to limit or cap growth in college funding. In recent years, this funding cap has held the system's expansion to less than the actual growth in the adult population and has destabilized district funding. Consequently, colleges cannot respond quickly to rapid growth in special populations, improve access for the underrepresented, or plan effectively.

Conservative estimates of future enrollment indicate that the system will grow by at least 400,000 students over the next 15 years – the equivalent of nearly 40 average-sized community colleges. While new facilities will be needed, existing facilities are aging and the amount of deferred maintenance is increasing at nearly every campus. Much of the instructional equipment has become obsolete because of the changing technological skills being taught at the colleges.

Use of a single funding rate per ADA (average daily attendance) continues to ignore substantial differences that exist in the cost of instructional programs. Funding for certain credit and noncredit courses appears to be less than that needed for effective instruction. Since 1980, the level of (price-adjusted) resources that community colleges have to educate their students has declined by three percent.

Proposition 98 (1988) allocates a fixed percentage of the State General Fund to community colleges and K-12, and provides that a portion of any taxpayer refund forthcoming from the "Gann Limit" will be allocated to the colleges and K-12. The fixed share, however, includes funding for earlier K-12 reforms, but not for reforms in community colleges, as called for in the Matriculation Plan and AB 1725.

Short- and long-term fiscal planning by districts is made difficult by the growth cap, funding mechanisms, and uncertainty about future enrollments. These factors, along with the fact that no single agent is responsible for assuring the State a reasonable return on its investment in student learning at community colleges, have resulted in a number of districts encountering fiscal difficulties. Without major changes, districts can be expected to encounter similar difficulties in the future.

Dealing with the projected growth in community college enrollments in an environment of fiscal constraints (like the ADA growth cap), and limited resources requires the Board and colleges to plan carefully and to endorse the following policies in the area of finance:

- Increase the productive use of State funds and demonstrate accountability for their use in district budgets through the following initiatives:
  - Simplify the proposed program-based funding system and include measures of productivity when it is implemented.

- Maximize opportunities to utilize existing resources within the system.
- Articulate community college needs for additional funding in more effective ways.

- Develop and implement a long-range plan for capital construction in community colleges.
  - Provide for new facilities in the colleges.
  - Complete those campuses that lack adequate supporting facilities.
  - Consider child care and parking as priorities in college capital outlay.
  - Develop a capital construction plan for the Chancellor's Office.
- Consider both the growth of California's changing student population and the need for facilities to accommodate that growth when developing the system's budget. Plans for growth should be coordinated with the other segments of higher education.
- Seek additional funding in areas of identified need and in areas where existing resources are being utilized to the fullest extent possible.

ADMINISTRATION

The Commission for the Review of the Master Plan for Higher Education recommended in 1987 that the Board of Governors be expanded and strengthened to provide leadership for a **statewide system** of community colleges. Resulting reforms in AB 1725 and the major demographic shifts within California call upon community colleges to become equal partners with the University of California and the California State University in the State's tripartite system of public postsecondary education and for the Board of Governors to assume a key role in this change.

California's community college system is unique among institutions of postsecondary education in its reliance on the concept of shared governance and management. The expanded leadership role of the Board of Governors does not diminish the needs for strong local governance and management. Rather, these are enhanced. For instance, while the Board, upon the advice of the Academic Senate for the California Community Colleges, will adopt lists of teaching disciplines and minimum qualifications to be used in hiring faculty, local boards of trustees and their staffs will carry out the actual hiring – as they have in the past. However, faculty and other local staff will assume new and expanded roles. In many ways, reform has charged local officials and staff with greater responsibilities for their work than ever before.

The Board of Governors has declared its intent to develop policy on accountability measures, including procedures for evaluating the overall performance of community colleges, examining program effectiveness, and ensuring fiscal accountability. AB 1725 specifically calls for an educational and fiscal accountability system and for Board review and approval of district master plans. These efforts can build on current and past work and on information from the Chancellor's Management Information System (MIS), matriculation program, and other related efforts.

Effective communication is basic to the Board's leadership role. This is difficult in a system as large and complex as the California Community Colleges, requiring that the Board of Governors and Chancellor's Office secure the confidence and mutual understanding of State and federal agencies on the one hand, and of community college districts on the other. Efforts to develop the community colleges as a system require that the Board and Chancellor consult extensively with the colleges, provide them with strong leadership, and speak and act vigorously on their behalf. In accomplishing this, the Board proposes to:

- Ensure effective planning and accountability in all parts of the community college system through the following initiatives:
  - Implement fully the systemwide Management Information System.
  - Complete the reorganization of the Chancellor's Office.

- Complete the study of collective bargaining authorized in AB 1725.
- Promote the California Community Colleges as a system of quality higher education.

- Work cooperatively through the system's Consultation Process and, specifically:
  - Strengthen the Board's relationship with local boards of trustees.
  - Strengthen the role of the Academic Senate and the role of students (student governments) in appropriate areas of community college governance.
- Improve the "image" of community colleges, specifically:
  - Conduct a major public information campaign on behalf of community colleges.
  - Strengthen communication throughout all parts of the system.
- Clarify the significant role of The Community College Foundation in the areas of public relations and fund raising to support community colleges:
  - Use The Community College Foundation primarily to raise private sector contributions for the system.
  - Appoint additional members to the Board of The Community College Foundation.
  - Develop a long-range plan for The Community College Foundation.

CONCLUSION

The challenge facing California's community colleges through the end of this century is enormous. However, recent reform legislation has launched a new era for community colleges. This suggests an optimistic future – one in which the many initiatives proposed in this *Basic Agenda* can be accomplished, thereby enabling Californians to gain access to the quality postsecondary education they need to live productive and satisfying lives.